A4375
no. 25141
pt. 2

STAFF RECOMMENDATION

CITY PLAN CASE NO. 25141 pt. 2

DECISION DATE AND TIME: DECEMBER 11, 1975, 9:30 A. M.

DECISION LOCATION: ROOM 350, LOS ANGELES CITY HALL

COUNCIL DISTRICT NO. 11

PLANNING AREA: The Brentwood-Pacific Palisades District is generally bounded by the Mulholland Scenic Parkway on the north; the San Diego Freeway, Sunset Boulevard, and the Veterans' Administration property on the east; Wilshire Boulevard, the City of Santa Monica, and the Pacific Ocean on the south; and the Los Angeles City/County Boundary on the west.

TO: City Planning Commission

FROM: Director of Planning

REQUESTED BY: City Planning Commission

SUBJECT: SUPPLEMENTAL STAFF REPORT

BRENTWOOD-PACIFIC PALISADES DISTRICT PROPOSED PLAN

no slip

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SUMMARY AND RECOMMENDATIONS

On October 7, 1975, and again on October 28, 1975, the Planning Commission conducted public hearings on the Brentwood-Pacific Palisades District Proposed Plan and the Draft Environmental Impact Report (EIR).

Hearing notices were mailed to more than 1,000 persons and organizations on the mailing list. At the two public hearings, a combined total of over 1,500 persons were in attendance. More than forty-five persons spoke. A considerable number of issues were raised and various text and map changes were recommended by the speakers. These issues and changes, further explained in many letters received by the Commission, are described and analyzed in the attached Supplemental Staff Report, and staff responses and recommendations are submitted therein.

As indicated below the Director of Planning is recommending that the 1850 unit proposal (Alternate A of the Preliminary Plan) be approved for the 1,000 acre undeveloped Headlands Property. The Director feels that the City agreed to the development of this property at least this density when it amended the Santa Monica Mountain Area Plan in 1970, and that since the property owner has expended large sums of money in anticipation of the City honoring that commitment, the City must honor that agreement. The Director also notes the responsible Community Plan Section supports the Minimum Density category and the slope/density formula. Appendix "B" attached to the Supplemental Staff Report includes a discussion of alternatives and issues related to this property.

A separate report comprises a summary of comments made on the Draft EIR and the staff responses thereto.

ACTION RECOMMENDED BY THE STAFF: That the Commission

1. Approve the Brentwood-Pacific Palisades District Plan consisting of the text and the Plan Map, with (a) the revisions recommended in Table I, Page 1, Table II, Page 3, and Appendix A of the Report, and (b) with the 1850 dwelling unit proposal (Preliminary Plan Alternative A) for the 1,000 acre Headlands Property as described in Appendix B;

2. Approve the Proposed Final Environmental Impact Report for the Brentwood-Pacific Palisades District, including the comments thereon and the staff responses thereto;

3. Authorize the Director of Planning to present the Plan to the Mayor and City Council in accordance with Section 96.5 of the City Charter;

4. Recommend that the Mayor approve, and the City Council adopt the attached resolution (Exhibit "A") adopting the Brentwood-Pacific Palisades District Plan as a part of the General Plan of the City of Los Angeles and certifying the adequacy of the Environmental Impact Report;

5. Send copies of the Brentwood-Pacific Palisades Plan and accompanying reports to affected City Departments and to other public agencies for their information and use.

Approved by:

ARCH D. CROUCH
Division Head
Community Planning
and Development

CALVIN S. HAMILTON
Director of Planning

ADC:BK:lmc

ACTION OF THE CITY PLANNING COMMISSION

VOTE	AYES	NOES	ABSENT
LUKE			
NEIMAN			
CASE			
LEVY			
NICKELL			

Raymond I. Norman, Secretary
City Planning Commission

RESOLUTION

City Plan Case No. 25141
Council District No. 11

WHEREAS, the City Planning Commission, on December 11, 1975, approved the Proposed Brentwood-Pacific Palisades District Community Plan and considered the Proposed Final Environmental Impact Report thereon, and the related amendments to the Highways and Freeways Element and Service Systems Element of the General Plan; and

WHEREAS, pursuant to City Charter and Ordinance provisions, the Mayor and the Los Angeles City Planning Commission have transmitted their recommendations.

NOW, THEREFORE, BE IT RESOLVED, that the Brentwood-Pacific Palisades District Plan be adopted by the Council of the City of Los Angeles as a portion of the General Plan of the City of Los Angeles, superseding all previously adopted General Plan elements relating to the community, most particularly the Santa Monica Mountain Area General Plan, the Pacific Palisades Land Use Plan and amending the Service Systems Element and the Highways and Freeways Element of the General Plan.

BE IT FURTHER RESOLVED that the Proposed Final Environmental Impact Report for the Brentwood-Pacific Palisades District Plan, having been found adequate by the City Council and the information therein having been reviewed and considered in connection with its action of this Plan, be certified as having been completed in compliance with

California Environmental Quality Act and the State and City Guidelines relating thereto; and that a Notice of Determination be filed with the Los Angeles County Clerk and Department of Environmental Quality, in accordance with Article 7, Section 6(h) and (i) of the City of Los Angeles Guidelines for Implementation of the California Environmental Quality Act of 1970.

Presented by _____

Seconded by _____

PROPOSED

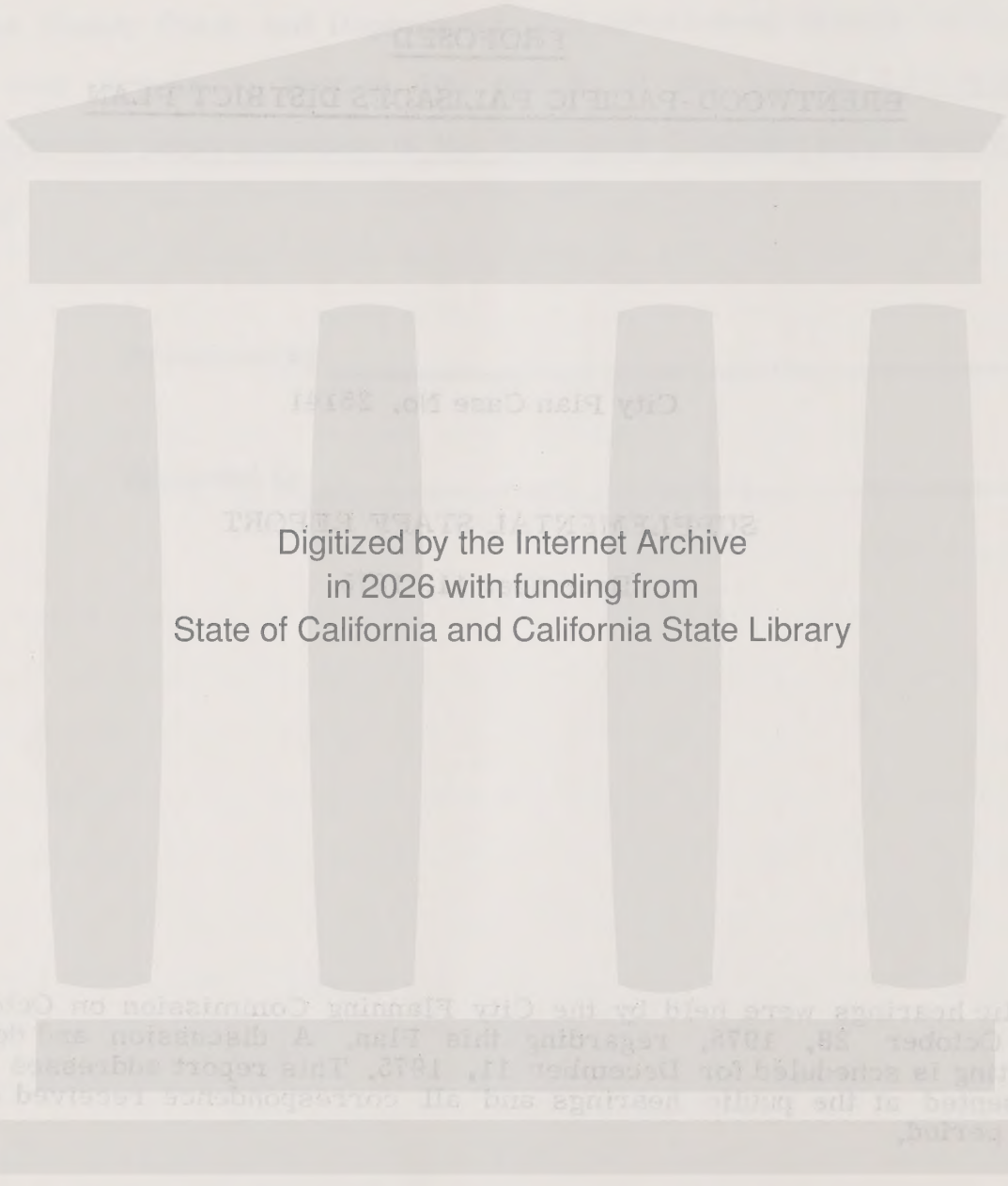
BRENTWOOD-PACIFIC PALISADES DISTRICT PLAN

City Plan Case No. 25141

SUPPLEMENTAL STAFF REPORT

December 11, 1975

Public hearings were held by the City Planning Commission on October 7 and October 28, 1975, regarding this Plan. A discussion and decision meeting is scheduled for December 11, 1975. This report addresses issues presented at the public hearings and all correspondence received during this period.



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CITY PLAN CASE NO. 25141

PROPOSED BRENTWOOD-PACIFIC PALISADES DISTRICT PLAN

SUMMARY OF COMMENT AND STAFF ANALYSIS

PUBLIC HEARINGS - OCTOBER 7 AND 28, 1975

This report supplements the Staff Report published and circulated September 6, 1975 for the October 7, 1975 public hearing and submitted by the Los Angeles City Planning Department to assist in understanding the Proposed Brentwood-Pacific Palisades District Plan. That document generally considered the public review phases and analyzed the major issues and features of the Proposed Plan dated August 1975.

On October 7 and 28, 1975, the City Planning Commission held public hearings at the Paul Revere Junior High School where a combined total of over 1,500 persons attended. More than 45 persons spoke on the different plan issues, including a presentation by members of the Citizen's Advisory Committee. This Supplemental Report responds to these comments and correspondence received. It has been prepared to assist in the December 11, 1975 Planning Commission discussion meeting. The Staff has included recommendations for changes to the August 1975 Proposed Plan document. Comments directed towards the Brentwood-Pacific Palisades District Plan Environmental Impact Report are addressed in a separate document, the "Supplement to the EIR".

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Alternative Proposals for the 1,000 - Acre Undeveloped Portion of the Headlands Corporation Property in the Santa Monica Mountains.

SUMMARY OF RECOMMENDED CHANGES

A. Recommended Proposed Plan Text

As reviewed in this report, the staff recommends that the Commission consider the text changes indicated in Appendix A - Recommended Proposed Plan Text. Words to be deleted are shown by strike-outs. Words to be added are underlined.

B. Recommended Land Use Designation Changes

As reviewed in this report, the staff recommends that the Commission consider the land use designation changes indicated on the following tabulation:

TABLE I

PROPOSED LAND USE DESIGNATION CHANGES ON MAP

Change No.	Area	Plan Proposal	CAC Proposal	Staff Recommendation
1.	Upper Sullivan Canyon	"Refuse Collection" symbol	Delete	Delete, Delineate Co. Sanit. Dist. Ownrs.
2.	Braeburn		Insert "Refuse Collection" symbol	Insert "Refuse Collection" symbol
3.	Braeburn	"Golf Course-Private" symbol	"Golf Course-Public" symbol	"Golf Course-Public" symbol
4.	Northwesterly corner of Church Lane and San Diego Freeway	Low Medium II Density Housing	Low Density Housing	Low Med. I Density Housing
5.	Bel Air Sands Hotel (westerly of Church Lane)	Low Medium II Density Housing	Low Medium I Density Housing	Low Med. I Density Housing
6.	Southeasterly corner of Church Lane and Sunset Blvd.	Low Medium II Density Housing	None	Low Med. I Density Housing
7.	Terryhill Place	Medium Density Housing	Low Density Housing	Low Density Housing

Change No.	Area	Plan Proposal	CAC Proposal	Staff Recommendation
8.	R-1 area, n/o Terryhill Place, and w/o Barrington Ave. apartment development	Low Density Housing	Low and Parking	Low with text changes encouraging off-street parking
9.	San Vicente Boulevard Commercial frontage	Community Commerce	Neighborhood Commerce (Height District 1L)	Community Commerce (Height Dist. 1-VL)
10.	Wilshire Boulevard Commercial frontage	a) Highway-Oriented Commerce (Height District 1-VL, w/o Granville) b) Regional Center Commerce (Height District 2, e/o Granville)	Community Commerce (Height District 1L)	a) Community Commerce (Height Dist. 1L, w/o Granville)
11.	South side of Goshen Avenue (1/2 block n/o Wilshire Blvd. w/o Granville)	Medium Density Housing	Medium Density Housing and Parking	Community Commerce (Height Dist. 1L)
12.	South side of Goshen Avenue (1/2 block no Wilshire Blvd. e/o Granville)	High Density Housing	None	Regional Commerce (Height District 2)
13.	Brentwood Terrace (s/o San Vicente, e/o 26th St.)	Low Density Housing	Very Low II Density Housing	Very Low II Density Housing
14.	Palisades Bluffs above Pacific Coast Highway (between Sunset Blvd. and Temescal Canyon Road)	Low Density Housing	Minimum Density Housing	Min. Density Housing
15.	McClellan and Carmelina (n/o Wilshire Blvd.)	None	"Desirable Open Space" on Open Space and Recreation Map	"Desirable Open Space" on Open Space and Rec. Plan

Change No.	Area	Plan Proposal	CAC Proposal	Staff Recommendation
16.	UCLA Research Center	Public Land	None	Publicly Owned-1 Open Space
17.	East of Bundy Drive (s/o Gorham to Kiowa Avenue)	Low Density Housing	None	Med. Density Housing
18.	Lower Los Liones Canyon	None	"Desirable Open Space"	Desirable Open Space on Open Space and Recreation Map
19.	Tucker Property (s/o Mulholland, w/o San Diego Freeway)	Miminum Density Housing (1,816 ac)	None	Publicly Owned-1 Open Space (Westridge: 1,518 ac.) Open Space (Eastridge: 134 ac.) Low Density Housing (Eastridge: 164 ac.)

C. Recommended Circulation Changes

As reviewed in this report, the staff recommends that the Commission consider the circulation changes indicated on the following tabulation:

TABLE II

RECOMMENDED CIRCULATION CHANGES ON MAP

	Street	Proposed Plan August, 1975	CAC Recommendation	Staff Recommendation
1.	Bundy Drive (Avalon Road-Kenter Ave.)	Collector Street	Hillside Street-Local	Mountain Collector St.
2.	Bowling Green Way	Collector Street	Hillside Street-Local	Mountain Collector St.
3.	Kenter Avenue (s/o Leonard Rd-Sunset)	Collector Street	Hillside Street-Local	Mountain Collector St.

	Street	Proposed Plan August, 1975	CAC Recommendation	Staff Recommendation
4.	Mandeville Canyon Road (Chalon-Westridge)	Collector Street	Hillside Street-Local	Mountain Collector St.
5.	Westridge Road (Banyan-Mandeville)	Collector Street	Hillside Street-Local	Mountain Collector St.
6.	Allenford Avenue	Modified Secondary Highway	Collector Street	Collector Street
7.	Capri Drive (n/o Sunset)	Collector Street	Hillside Street-Local	Local Street
8.	Bestor Blvd. (e/o Via de la Paz)	Collector Street	Hillside Street-Local	Local Street
9.	Monument Dr.	Collector Street	Continuous Local	Local Street
10.	Alcima Avenue (El Medio-Las Lomas)	Collector Street	Hillside Street-Local	Local Street
11.	El Medio Drive (Sunset-Alcima)	Collector Street	Hillside Street-Local	Local Street
12.	Lachman Lane	Modified Collector Street	Hillside Street-Local	Mountain Collector Street
13.	Jacon Way (Lachman Ln-Marquez Ave.)	Collector Street	Hillside Street-Local	Mountain Collector St.
14.	Bienveneda Ave. (n/o Sunset)	Modified Collector St.	Hillside Street-Local	Mountain Collector St.
15.	Bienveneda Ave. (s/o Sunset)	Modified Collector St.	Hillside Street-Local	Local Street
16.	Palmera Avenue	Modified Collector St.	Non-continuous-Local	Local Street
17.	Northfield Street	Modified Collector St.	Continuous Local St.	Local Street

	Street	Proposed Plan	CAC Recommendation	Staff Recommendation
18.	Bowdoin (Temescal Canyon-Radcliffe)	Collector Street	Delete (Close to through traffic)	Local Street
19.	Radcliffe Ave.	Collector Street	Continuous Local Street	Local Street
20.	Antioch Street (Radcliffe-Swarthmore)	Collector Street	None	Local Street
21.	Alma Real Drive	Collector Street	Continuous Local	Local Street
22.	Corona Del Mar	Collector Street	Continuous Local	Local Street
23.	Marquez Avenue	Collector Street	None	Mountain Collector St.
24.	Los Liones Drive	Collector Street	None	Mountain Collector St.
25.	Surf View Drive	Collector Street	None	Mountain Collector St.
26.	"B" Street (Braeburn)	Secondary Highway	None	Modified Secondary Highway
27.	Mandeville Canyon Road (Westridge-Sunset)	Secondary Highway	Collector Street	Modified Secondary Highway
28.	Entrada Drive (Pacific Coast Highway-West Channel Road)	Modified Secondary Highway	Local Street -	Local Street
29.	Entrada Drive (West Channel Road-7th St.)	Modified Secondary Highway	Hillside Street - Local	Mountain Arterial
30.	Chautauqua Boulevard	Modified Collector	Hillside Street-Local	Mountain Arterial

	Street	Proposed Plan	CAC Recommendation	Staff Recommendation
31.	West Channel Road (PCH-Entrada Drive)	Local Street	Modified Secondary Highway	Modified Secondary Highway
32.	Ocean Avenue	Collector Street	Hillside Street-Local	Local Street
33.	Temescal Canyon Road (Palisades Dr. - Sunset Blvd.)	Secondary Highway	Delete	Modified Secondary Highway and realignment of southerly portion w/o Conference Grounds
34.	San Vicente Blvd. (Wilshire-26th Street)	Divided Major Highway	Scenic Secondary Highway	Divided Secondary Highway
35.	Plot streets in Tract No. 31075 (Palisades Highlands)	None	None	Collector Streets
36.	Crestwood Hills Park Road	Local Street	Delete	Delete
37.	Bundy Drive (s/o San Vicente to Wilshire Blvd.)	Secondary Highway	None	Modified Secondary Highway
38.	Goshen Avenue (e/o Bundy)	Local Street	None	Collector Street

ISSUES AND RESPONSES

A. Plan Capacity

Issue:

The Proposed Plan's population and dwelling unit capacities have increased considerably over the Preliminary Plan's capacities.

	D. U.	Population
Preliminary Plan - May 1974	24,727	75,661
Proposed Plan - August 1975	26,690	83,500
Change	+1,963	+7,849

Yet, the circulation capacity proposals have also been considerably reduced. Why haven't the Plan's capacities been reduced instead of increased due to the circulation improvement reductions?

Response:

Land Use designations have not been increased although the statistics reflect a capacity increase. The Preliminary Plan reflected the reductions expected from the original slope-density concept stated in that Plan. The Proposed Plan features a more limiting slope density formula, especially in areas where natural slopes of 50% or more predominate; however, the status of the ordinance prevented its maximum reduction effects to be calculated within the Minimum Density land use categories. The Proposed Plan actually has a lower Plan capacity because of the more restrictive slope-density concept, as follows:

	D. U.	Population
Proposed Plan - August 1975	26,690	83,500
Proposed Plan - November 1975	23,770	72,700
Change	-2,920	-10,800

The revised projections as well as the original Proposed Plan projections also reflect the changes in land use designations for the Headland 936-acre eastern property and the acquisition of Los Liones Canyon to the State Park. The Preliminary Plan proposals for the Headland easterly property would have permitted 1,800 dwelling units.

The Proposed Plan now recommends 66 acres of Very Low I Density and 870 acres of Minimum Density, which compute to about 950 dwelling units. Details regarding the Headlands property proposals are discussed under "New Hillside Development" in this report. The Los Liones Canyon acquisition consists of 600 acres of previously designated Minimum Density housing. Details regarding the State Park are discussed under "Open Space Proposals" in this report.

B. Standards and Standard Language

1. Land Use Standards

Issue:

The land use categories used in the Plan are too general and vague and should be more specific. There should be a finer graduation of intensity of uses for commercial as well as residential land uses.

Response:

The residential density categories were established in the Citywide Plan which establishes a general framework for the Community Plan. To change the density categories in this Plan would be inconsistent with the Citywide Plan and all the other Community Plans already adopted or under consideration. If the present categories were more specific the Plan would become a zoning plan and lose its general purpose as a guide. Rezoning studies will occur in the implementation phases after the Plan is adopted. In almost every case, the land use proposals reflect existing land use patterns.

2. Circulation Standards

Issue:

The Standard Street Dimensions are not relevant to hillside communities. Street width standards should also vary with neighborhood characteristics. It is not realistic or beneficial to impose such standards where their implementation would provoke widespread damage to stable residential neighborhoods.

Response:

The Standard Street Dimensions are applied to all District Plans as well as the Citywide Highways and Freeways Element. Major modifications would require changes to be made in all Plans.

The Standard Street Dimensions (Standard Plan D-22549) were cooperatively developed by the Bureau of Engineering, Traffic Department, and Planning Department and are based on the physical engineering and safety requirements of the traffic moving at an estimated speed and estimated volume for each functional type of road.

The staff has recognized that due to the Plan objective of preserving the single-family residential character and environment of the District, the Standard Street Dimensions should not be applied to certain areas. Originally, this problem created the proposal for "modified" streets whereby widening, if it should occur, would be minimized, with certain exceptions. In an effort to conform with more recent concepts proposed in the adjacent Beverly Crest-Bel Air District Plan, the street designations of Mountain Collector and Mountain Arterial have been incorporated into this Plan. Mountain Arterials and Mountain Collectors function as arterial roads and collector streets, respectively. No widening of these streets shall be permitted for the purpose of increasing their traffic capacity.

Although the designation of Modified Collector has been deleted from the Plan, Modified Secondary Highways are still proposed. These highways will be widened or built if, and when, the City deems their widening or construction to be necessary and feasible, but not without considering the preservation of the community character and the minimum disturbance of the environment in the design process.

3. Slope Density

Issue a:

Lands not proposed for residential use should not be included when calculating allowable density according to the slope density formula. Furthermore, no density computation should be made for areas where slopes exceed 50%.

Response a:

The question regarding the density computations for non-residential land would be more appropriately reviewed in future amendments to Municipal Code's Subdivision Regulations. The staff feels that some density should be allowed even on the most steeply sloping lands. Generally the City Attorney has advised the Department that all uses cannot be prohibited and that City use of the police power must be reasonable. The staff feels its Plan proposal is a reasonable use of the City's Police power to regulate development.

Specific criticisms of the Draft Slope Density formula, will be answered in detail in a separate second Staff Report on the slope-density ordinance. The following is only a synopsis of the responses, persons interested in specific details should consult the aforementioned report under City Plan Case No. 25652.

Issue b:

The Slope-Density formula is not an extension of the adjacent adopted plans, as it purports to be.

Response b:

The Planning Commission has recommended incorporation of the slope-density formula in the Encino-Tarzana Plan. The proposed Plan for the Beverly Crest-Bel Air District also includes this proposal. An ordinance extending the proposal to Minimum density areas in Hillside Areas of the City is now being prepared for the Commission.

Issue c:

Why are slopes greater than 15% considered unsuitable for a density of 1 du/ac?

Response c:

The City has established this as a policy in other mountain areas due to development problems of land exceeding this percent of slope.

Issue d:

Thousand Oaks' slope criteria is substantially less restrictive.

Response d:

No. For areas having natural slopes from 30-48%, the Thousand Oaks ordinance is more restrictive.

Issue e:

The required grading for a 40-foot wide roadway paralleling the contours of a slope for one mile is an unrealistic example.

Response e:

The example was to illustrate that grading generally increases with steepness of slope.

Issue f:

The formula substantially contradicts current approval policies of the Building and Safety Department.

Response f:

The standards prescribed by existing grading regulations in the Municipal Code only reflect slope physical stability factors and can permit excessive development and grading contrary to sound planning principles.

Issue g:

The Add Hoc Slope Formula Committee had no private consultant representation.

Response g:

The subject Committee was titled the Ad Hoc Slope Formula Committee and involved methodology of slope measurement. Matters relating to density were not considered. Arrangements were made for private industry interest to help formulate the Ordinance with the staff, however, those private interest groups never followed through.

Issue h:

Substantially less development (80%) would have been permitted in the existing Baldwin Hills developments had the Slope-Density formula been in effect.

Response h:

The density of Baldwin Hills would not be desirable in the Santa Monica Mountains.

Issue i:

The formula would unnecessarily curtail development, rather than just control density.

Response i:

The intent of the formula is to curtail undesirable development and is only an interim step in proposing a more specific density-controlling ordinances.

Issue j:

The United States Geological Study (USGS) states that slope angle is a very unscientific method for determining land use controls.

Response j:

It would be if slope stability were the only concern. Slope-density principles reflect the problems inherent with street access, traffic capacity, utility capacity and grading area and, volume expected in hillside areas. The steeper the natural slope, the greater the impact of development will be on the environment.

4. Wording

Issue:

The wording of the text of the Plan is too vague and general, allowing loopholes for developers to avoid the Plan's objectives. The Plan should be more specific and deliberate. Replace "shoulds" with "shalls," and other more restrictive language. Sentence structure and content is very complex and wordy and could be simplified in laymen's terms without becoming too general.

Response:

The District Plan is not an ordinance, but is part of the General Plan for the City. More detailed specific proposals would be incoporated in specific plans.

As a result of the recent Braeburn court decision involving the subdivision approval process, the Proposed Plan Text has actually become less rigid and more flexible in its proposals. The Wilshire District and other Proposed Plan have been rewritten in light of the implications of the Braeburn decision. The Planning Committee of the City Council has asked that the Department incorporate these language changes in other plans now being processed. Therefore, the staff is recommending that this Plan reflect recent changes made in the Wilshire Plan resulting in many "shalls" being changed to "shoulds" as well as the generalization of some specific planning standards.

5. Planning Standards

a. Commercial Parking

Issue: Commercial parking standards should be increased. Rather than require only 2 square feet of community, Neighborhood and Regional Commerce areas, 4 square feet of parking should be required. In addition, rather than require only 1 square foot of parking per square foot of limited and Highway-Oriented Commercial areas, 2 square feet of parking should be provided. By doubling the Plan's commercial off-street parking requirements, business can overcome the lack of public transportation in the District.

Response: The Plan reflects the latest actions of the Commission regarding parking standards and represents in some instances almost a three-fold increase from the existing code. In view of recent EPA communications with respect to lowering parking requirements, the above request is excessive. In recent years the Department has found the standards proposed in the Plan to be most practical and has generally attempted to implement them when possible.

b. Residential Parking

Issue: Prohibit on-street parking along Barrington and Bundy during rush hours in order to increase the traffic volume of these streets at this critical time.

Response: The staff concurs with this proposal. However, this type proposal cannot be delineated in a general plan document, but would be a suitable recommendation for the Plan Implementation Report.

c. Sign Regulations

Issue: The specific plan proposal do not make any mention of sign restrictions.

Response: Sign development standards are recommended to be added to specific plan considerations detailed in the Plan text. A comprehensive sign ordinance is recommended for Planning Legislation with citywide ramifications (III-B) and is presently under consideration by the Commission.

d. Local Parks

Issue: Rather than propose only 1 acre per 1,000 residents for a neighborhood park and 1 acre per 2,000 residents for Community Parks, these standards should be doubled requiring 2 acres per 1,000 and 2,000 persons, respectively. Los Angeles' dense population warrants at least the minimum federal standards. In addition, a recreation zone is badly needed in this Plan.

Response: It is recommended that park standards no longer be specified in the Plan . The question of standards should instead be resolved in the applicable citywide plans, specifically, the Public Recreation Plan currently under preparation. In addition, an Open Space Zone is currently under study as part of an overall code revision study, within which recreation is one of the four major uses permitted, in accordance with the State definition of open space.

e. Commerce

Issue: It seems inappropriate to determine the amount of acreage according to merely the population in the District. As in the rest of the City, the District already has an excess of commercial land.

Response: It is recommended that the commercial standards be deleted in conformance with the Council action on the Wilshire Plan.

C. New Hillside Development

1. Headlands Property

Issue:

It appears that there is an inconsistency in the Very Low-I residential land use designation (66 acres) proposed for the eastern Headlands property in which clustering is indicated along the proposed Temescal Canyon Road. This area is a precipitious mountain ridge in the Santa Inez Canyon, without access and slated for State Park acquisition. The inconsistency lies in designating all other vacant mountain areas in excess of 15% slope within the Minimum Density category, except for this portion.

The Headland management is shocked to learn that without its knowledge the Plan substantially decreases the larger densities permitted in previous plans and amendments. After large expenditures by the developer for roads, utilities, etc. significant financial commitment to builders and financial institutions and continuous work with Planning Department senior staffs on the preliminary plan in which Alternative "A" (1,850 D.U. on the remaining 1,000 acres), was placed on the Plan it appears that the 1975 reduction to 950 D.U. is a complete violation of the faith, trust, and continuing reliance which a property owner must place with a governmental agency.

Response:

There is no mention in any State documents (in particular the Santa Monica Mountains and Seashore Recreation Plan, July, 1975) of this land being acquired for State Park use. The Plan retains the Minimum and Very Low-I designations.

The Proposed Plan designation of 950 dwelling units for the 1,000 acre Headlands property represents a considerable reduction from the previous designations of past plans and proposals. The Santa Monica Mountains Master Plan of 1964 was amended on December 15, 1966 by City Plan Case No. 19568. This amendment permitted

a total of 4,300 dwelling units on a 2,100 acre portion of the Headlands property. Of this 2,100 acre portion, 700 acres was given to the State of California, for park purposes, leaving only 1,400 acres to be developed. A 400 acre westerly portion of this property is being developed with 1,030 dwelling units and a 150 acre City Park. The remaining approximate 1,000 acre easterly portion was proposed in 1972 for 1,850 dwelling units as "Alternative A" of the Preliminary Plan, published in May 1974. This 1,850 unit proposal was an alternative to the 2,100 units permitted in the 1966 Amendment. Changes were made to the circulation features in the Preliminary Plan, specifically the deletion of the cross-mountain road that would have provided additional access to the subject property. The Proposed Plan, August 1975, recommendation of 950 units reflects the reduction in the circulation system serving the Headlands property.

Resume of Headlands Density

Year	No. of Dwelling Units	Acres	
1966	4,300	1,250	for Housing
		700	to State Park
		150	for City Park
		2,100	Total Acreage
1966	2,100	1,000	(The Amendment)
1972-74	1,850	1,000	(Alternative "A")
1975	950	1,000	(in Minimum and Very Low I Density)
1975	250	1,000	(in Minimum Density CAC Proposal)

Unlike other vacant mountain lands presently zoned for residential use, the Plan does make an exception for the easterly Headlands property. The Headlands Corporation has made substantial public facility improvements exceeding $8,000,000 for roads alone and sewage, drainage and water facilities based on density levels permitted by the previous 1964 and 1970 Santa Monica Mountains General Plan proposals. Since then, the staff has reduced the density by approximately 50%, because of major circulation changes incorporated in the Proposed Plan. The staff believes the City has a moral commitment to allow a density above Minimum due to the developer's good faith reliance on previously approved density and large expenditures of monies relating thereto. The Plan still proposes 66.5 acres within Very Low-I and the remaining 870.5 acres in Minimum Density land use. This would allow approximately 950 dwelling units to be developed, as contrasted to the 1,850 dwelling units specified in the Preliminary Plan. A more detailed comparison of the alternatives is provided as Appendix "B" attached to this report.

2. Zuckerman - Morris Property

Issue:

Minimum density (0.5 - 1 du/gross ac.) for this vacant hillside property (southeast portion of the District) would be too drastic a reduction when compared to what is permitted under the existing RE 15-1-H zoning or the previous adopted plan density of 2-3 du/ gross ac. Slope density provisions are arbitrary and unnecessary.

Response:

One of the most important purposes of the Community Planning efforts within the department is to up-date, revise, and replace obsolete general plans or specific plans that are no longer beneficial to the City and the environment. The Plan will replace the 1964 Santa Monica Mountain Area Plan (revised 1970), which would permitted 2-3 du/gross ac. on the subject parcel. This degree of development would have significant negative impacts upon the natural environment when considering the extent of grading which would be required on such steep hillside terrain. The Plan and its slope density provision will effectively regulate the density permitted on this 575 acre parcel, as well as the other vacant hillside properties within this District, in order to preserve the natural environment and effectively protect the public from the hazards and negative impacts of excessive hillside development. (See Section B, "Slope Density").

3. Tucker Land Company Property

Issue: The Tucker Land Company Zone Change, recently approved by the Commission, permits a density of 2.5 du./gross acre which is in excess of that proposed on the Plan's Minimum Density designation (0.5 - 1.0 du./ gross acre).

Response: The Tucker Zone Change does not conform to the Preliminary Plan or the Proposed Plan. Although the Zone Change permits a higher density than that proposed by the Plan, it also provides for 1,220 acres of the subject property to be dedicated as public open space, which was shown as Minimum Density housing in the Plan. The Staff recommends that the Plan be changed to reflect the recent zone change approved by the Commission. This will provide a consistent stance between both the Plan and the Commission's latest action on the land.

4. Braeburn Property

Issue: The Braeburn Development is presently the site of a sanitary landfill operation. This should be shown on the Plan Map, as the other sanitary landfill sites are. In addition, the Braeburn golf course should be shown as a public course and not a private course.

Response: A sanitary landfill symbol should be added to the Braeburn property. A cartographical error denoted the public golf course improperly and should be corrected.

D. Commercial Proposals

1. Wilshire Boulevard

Issue: Wilshire Boulevard is one of the most significant comercial streets in the Los Angeles area. It offers substantial attraction to developers of major office structures representing employment opportunities for residents of the Community.

It seems highly inappropriate, illogical and inconsistent to propose a Height District 1-VL (3 story limit) for this one mile portion of this downtown-to-ocean thoroughfare. The south side of this street already has two high-rise structures up to 27 stories in height. The West Los Angeles District Plan, adopted by the City Council in 1974, designated the south side of this one mile segment for Regional Commercial and Height District 2. This Plan should designate the north side of Wilshire Boulevard in Height District 3 as in the Westwood Plan or a least Height District 2, as in the West Los Angeles Plan.

Response: The northerly side of Wilshire Boulevard is presently zoned for High Intensity Commercial with Height District 4. The Proposed Plan designates it for Regional Commerce, Height District 2 for the easterly segment between Granville and Federal (San Vicente Boulevard), if and when rapid transit service is provided in the area and Highway-Oriented Commerce, Height District 1VL, for the remaining westerly segment. The staff in recognition of the Citizens Advisory Committee's recommendations does not now propose Height District 1-VL for most of the Wilshire Boulevard frontage.

This one mile segment of Wilshire Boulevard is viewed in a citywide context. The General Plan for the city, that is, the Concept Los Angeles, proposes a center concept whereby certain areas of the city are proposed for intensive uses. The Westwood segment of Wilshire Boulevard has been proposed as a center, whereas the Brentwood and West Los Angeles segments are not considered centers. The selection of these centers was based on a multiplicity of criteria, including such items as circulation capacities and future plans for rapid transit stations. The subject portion of Wilshire could not absorb the anticipated traffic volume increases if the zoning and height district designations remained as they are. However, the staff does concur with the CAC to redesignate the Highway-Oriented Commercial along Wilshire Boulevard to Community Commercial, but only as far west as Bundy Drive. In addition, the two commercial designations Regional and Community should extend northerly to Goshen Avenue and this street should be indicated as a Collector Street.

2. San Vicente Boulevard

Issue: The commercial portions of San Vicente Boulevard are not capable of supporting Community Commerce uses with a Height District 1L. In order to preserve the present street character, as the staff purports to do, a three story height limit should be proposed for the entire commercial portion of San Vicente in Brentwood, specifically Height District 1 VL.

Response: Some of the San Vicente commercial areas have already been reduced to a Height District 1 VL (3 story limit) by City Council ordinance. Commercial areas on the northerly side of San Vicente, and adjacent to the single family homes are within Height District 1 VL. The remaining commercial areas are within Height District 1 L (six story limit). It was originally decided by both the City Council and the Planning Commission to not impose Height District 1 VL on those areas adjacent to apartments along San Vicente Boulevard as was done to those areas adjacent to single-family homes. Furthermore, the northerly side of San Vicente Boulevard has several structures in excess of three stories. The southerly side of San Vicente has only one high-rise building at the westerly extremity. However, after considerable discussion, the staff concurs with the CAC proposal to encourage the transfer of commercial intensity away from San Vicente Boulevard to Wilshire Boulevard. Accordingly, the staff recommends that the portion of San Vicente Boulevard presently in Height District 1-L be redesignated for Height District 1-VL (3 story height limit). Buildings over three stories in height detract from the traditional character of San Vicente Boulevard's commercial area.

The staff does concur with the overwhelming desire of the citizenry to preserve the character of San Vicente Boulevard. As a measure to further preserve its environs, a Divided Secondary Highway should replace the previous designated Divided Major Highway designation. In other words, no widening of San Vicente is proposed because the developed road already meets Secondary Highway standards. It has never been the intent of the staff to recommend the widening of this beautiful thoroughfare.

3. Off-Street Commercial Parking

Issue: There are five triangular parcels abutting San Vicente Boulevard commercial uses that are designated as Medium density residential housing in the Plan. Additional off-street parking is badly needed for the shops and offices on the boulevard and should be proposed for these areas.

In addition, the apartment areas behind the proposed Highway Oriented Commerce parcels are designated for Medium Density residential uses. Additional off-street parking should be planned for future commercial development.

Response: All commercial designation in the Plan include parking uses. Further the Medium density housing designation does not preclude parking as a use. The Plan does not separate parking but the proposed specific plan for the area and implementation reports will consider parking requirements in detail.

4. Specific Plan Study Areas

Issue: Specific Plans should be initiated for all the commercial areas of the District, except for Wilshire Boulevard. Specific Plan study area boundaries should be restricted to non-residential areas only. Until such plans are completed, all community commerce should be reduced to neighborhood commerce designations.

Response: The Plan proposes three specific plan study areas:

1. Brentwood (San Vicente Boulevard between Federal and Bundy).

2. Santa Monica Canyon (Chautauqua, West Channel, Entrada within the general vicinity of Pacific Coast Highway).

3. Pacific Palisades (Sunset Boulevard vicinity between Swarthmore and Temescal Canyon Drive).

The boundary descriptions are only tentative and are not meant to define the specific plan boundaries, but only to indicate the general vicinities for the studies. In most cases, the boundaries will exceed the designated commercial areas in order to comprehensively deal with area problems associated with the commercial development.

The staff does not recommend designation of any other areas for specific plan studies. The Brentwood Country Mart (San Vicente and 26th St.), the Brentwood Village (Sunset at Barrington), and the Santa Inez Sunset at Coast Highway) are considered viable, regulated commercial areas whereby their circulation and land use problems can be solved by standard zone implementation procedures.

If all Specific Plan Study areas were changed from Community Commerce to Neighborhood Commerce designations, community commerce would be eliminated from the District. This community needs commercial facilities providing community level services. It is agreed, however, that intensity of development and the character of these areas should be maintained.

E. Density Reductions

1. Brentwood Terrace

Issue: The area is bounded by San Vicente Boulevard on the north, the Brentwood Country Club on the east, Montana Avenue on the south, and 26th Street on the west. Existing land use density for this area is grouped into 1.0 - 2.5 and 2.5 - 3.5 dwelling units per gross acre, which corresponds to Very Low I, Very Low II and Low Density housing categories. If the objective of the Plan is to preserve and enhance stable single-family homes which this neighborhood is, then the plan should not propose increasing the density to Low Density (3.5 to 7.0 du/gr. ac.). Other neighborhoods have been correctly designated to their existing land use levels, such as Riviera, Brentwood Park, and Pacific Palisades (Corona Del Mar).

Response: The staff agrees that the subject area designation exceeds existing land use patterns and its present designation of Low and should be redesignated to the Very Low II category. After recalculating the lot areas of this neighborhood, the staff averaged the lot areas for each block. With the exception of the two southerly blocks (bounded by Montana and Benvenue), the staff determined that the Very Low II density housing category is appropriate. A further reduction to Very Low I would require lot areas far greater than the average lot areas of any block in the neighborhood. The two southerly blocks should still be proposed for Low density housing.

2. Terryhill Place

Issue: The short cul-de-sac street, east of Barrington and between San Vicente and Sunset consists of well maintained single-family homes and suburban surroundings. The Plan proposes increasing the housing density on this block to Medium Density (24 - 40 du/gr.ac.) which would totally destroy this stable single family neighborhood.

Response: When single-family homes are surrounded by apartments, they usually are allowed to deteriorate in anticipation of their eventual replacement by apartments. However, this neighborhood appears to be the exception to the rule since these homes are well preserved. Although a general plan document usually does not delineate small scale differences in land use designations, the staff feels that a Low Density housing designation on Terryhill Place is justified in this case.

3. Off-Street Residential Parking

Issue: The apartment areas of the District generate a parking demand, which adversely effect the traffic carrying capacity of streets due to the extensive incidence of on-street parking. Barrington Avenue, a sub-standard Secondary highway, could have its capacity increased if existing parking lanes were converted to exclusive circulation use and off-street parking was provided. Such parking areas could be established behind high density residential areas in low density areas such as the westerly side of Barrington Avenue (Low Density Housing) between Sunset and San Vicente Boulevards.

Response: The conversion of low density housing areas to off-street residential parking has much merit in concept. It is recommended that the Plan state that off-street residential parking areas be encouraged providing that the parking facilities are sufficiently landscaped and screened from the abutting single-family residential land uses.

4. Church Lane (Westerly Areas)

Issue: The northwesterly corner of Church Lane and the San Diego Freeway and the Bel Air Sands Hotel, immediately to the south, should have lesser density designations. Westerly of the subject area are vacant hillsides to the north, and single-family homes on large lots to the south. The Proposed Plan designates these adjacent areas Very Low I to the north, and Very Low II to the south. It is for the protection and preservation of these adjacent neighborhoods that the northerly portion of the subject area should be reduced to Low Medium I rather than their present designation of Low Medium II Density Housing. Furthermore, if it is the intent of the staff to relate designations to existing land use, then the southerly portion (the Bel Air Sands Hotel) should not exceed its present land use of Low Medium I.

Response: The staff does concur with the analysis and has rechecked previous calculations on the subject area. Although there is much lower residential density adjacent to the west, Church Lane to the east contains high density uses, specifically a 214-room Holiday Inn Hotel. The subject parcels are a transitional area between the high intensity uses to the east and the low density uses to the west. The Bel Air Sands Hotel, consisting of 72 rooms, is designated at its present use level, of Low Medium II. However, the northwesterly portion of Church Lane is vacant, as is the southeasterly portion. When all the vacant land is considered in the existing land use calculations, the overall density is only at the Low Medium I level. It is, therefore, the staff's recommendation to redesignate the westerly and southeasterly portions adjacent to Church Lane as Low Medium I Density Housing.

5. Embury Street Area

Issue: Residents on the 900 block of Embury Street are concerned about a change of land use on the west side of the street. Their understanding in reviewing the Plan Map is that the west side of Embury Street is designated for commercial and parking uses, a drastic change from the existing residential use.

Response: The existing and proposed land use patterns are identical and preserve single-family residences. The northwest corner of Embury Street and Sunset Boulevard is shown as commercial land separated by an alley and then followed further north on the west side of Embury Street by residential lands. Thus, the eleven lots on Embury Street remain as R-1 single-family dwellings.

6. Palisades Bluffs

Issue: The bluffs overlooking Pacific Coast Highway have a history of instability. The area east of Sunset Boulevard and west of Temescal Canyon Road is occupied by trailer parks and is otherwise vacant. In order to assume minimum development of this undeveloped land, it should be designated for Minimum Density Housing.

Response: The staff agrees that this undeveloped land should be changed from Low to Minimum Density Housing, which more closely parallels its existing land use.

F. Density Increase Request - Bundy Drive (south of San Vicente)

Issue: The east side of Bundy Drive, south of Gorham Avenue and north of Goshen Avenue, are occupied by old, but well maintained single-family homes. The Plan designates the westerly extremity of the blocks adjacent to Bundy Drive for Low Density Housing. The depth of the Low Density measures from 200 ft. to 500 ft. easterly of Bundy Drive where the Medium Density Housing begins. Residents of the single-family housing contend that there is a general lack of privacy and stability normally associated with single-family neighborhoods because of the partial encroachment of apartments on these five blocks. It seems more logical that the entire area be increased in density to that of the predominating apartment area to the east, specifically Medium Density Housing.

Response: The Plan proposes maintaining the character of this neighborhood by discouraging further encroachment of apartment development westerly. R3 properties to the east are heavily impacted with apartment development and the area is also noted for the inability of its present circulation system to adequately serve the residents. The staff feels that any further increases in density will only worsen an already deficient circulation system. Furthermore, areas westerly of the east side of Bundy Drive are also in Low Density use and redesignating the east side might jeopardize the stability of the entire single-family neighborhood to the west.

The staff realizes that there are already apartment uses within the Low Density housing areas at the southerly extremity, specifically Kiowa Avenue, with the exception of the single-family homes fronting Bundy Drive. The staff recommends designating this transitional area at its present land use to Medium Density Housing. Additional housing redesignations are not being recommended; however, it is possible within the life of this Plan that a more gradual transition from the Medium to the Low densities would be desirable. (If such a transitional designation is justified the staff would recommend a Low Medium II density for the remaining four blocks.)

G. Circulation

1. Street Widening

Issue: Certain local streets and highways within residential neighborhoods have been proposed for street widening. In cases where existing roadway widths are too narrow for standard collector streets widening would be imminent. This would increase the speed and traffic through quiet residential streets creating more noise, pollution, and traffic hazards. Furthermore, such street widening projects would also be detrimental to the natural environment requiring severe grading in hillside areas, removal of trees and shrubs in the right-of-way and possible alterations of the front yards and structures of private residences. Such street improvements may prove to have deteriorating effects upon the maintenance of homes if the street becomes an undesirable place to live. It is also an incentive for growth, contrary to the Plan's stated objectives.

Response: In some cases, Secondary Highways and Collector Streets are needed in this District, as elsewhere throughout the City. The present and proposed street circulation system is inadequate to serve the District's populace at an adequate level. The Plan still proposes Highways and Collector Streets as defined by Standard Street Dimensions (D-22549) in order to provide an adequate circulation system. It should be noted that designating a street as a highway or collector is no guarantee that widening will occur in the future. Fortunately, almost all of the proposals relating to streets in this Plan should not require any widening in residential neighborhoods because they are already of sufficient width.

The staff recognizes the unique neighborhood characteristics and diverse hillside terrain of this community, which was the motive for the creation of the earlier modified collector designation. Although the original Proposed Plan specifically stated that modified collectors would not be widened, this new concept for hillside communities was not well received by the residents nor by the other City departments.

In an effort to better define the intent of the Staff to preserve the character of the District and to conform to the latest concepts incorporated in the adjacent Beverly Crest-Bel Air Proposed Plan, the Staff recommends the redesignation of Modified Collector Streets as Mountain Collector streets. Many Secondary Highways have been redesignated as Mountain Arterial Streets or Modified Secondary Highways. A complete summary of changes being proposed is listed on Exhibit A, "CIRCULATION DESIGNATIONS: RECOMMENDED CHANGES TO THE PROPOSED BRENTWOOD-PACIFIC PALISADES DISTRICT PLAN.

Several roads in the Brentwood-Pacific Palisades Plan are designated as "Mountain Arterial" and "Mountain Collector" streets. These streets function as arterial roads or collector streets, but in order to conform with the Plan objective of preserving the single-family residential quality and environment of the District, no widening of these arterials or local streets in the District shall be authorized for the purpose of increasing their traffic capacity. Any improvements shall be limited to those necessary to overcome overwhelming public safety hazards.

Some modifications in the Plan's street system have been proposed within the existing framework of the Standard Street Dimensions categories. Sunset Boulevard is proposed as a Major Highway; however, the Plan proposes no widening for the purpose of increasing capacity during the twenty year life of this Plan. The Staff proposes that Allenford Avenue be redesignated from a Modified Secondary to a Collector Street, and that San Vicente Boulevard be redesignated from a Divided Major Highway to a Divided Secondary Highway. In many cases while roads function in the role of a highway or collector street, they do not carry the volumes of traffic which similarly functioning streets in other areas of the City carry. As a consequence, designations of streets such as San Vicente Boulevard and Allenford Avenue have been recommended for change to designations requiring less wide streets, and have little or no street improvements. In the above cases, no widening would be required since they conform to their respective standard street dimensions. The same function-volume discrepancies were also found in the previously proposed Collector Streets: Capri Drive, Bestor Boulevard, Monument Street, Alcima, El Medio, Alma Real, Corona Del Mar, and Bowdoin Street, which are currently being proposed by the Staff to be redesignated as local streets.

Crestwood Hills Park Road, a service road, is proposed to be deleted as a Local Street since it is not now an improved public street. In any event, local streets are shown on the Plan for reference purposes and their designation has no significance. The westerly portion of Entrada Drive, previously proposed as a Modified Secondary is recommended for redesignation as a local street for functional reasons as well as a cartographical error.

New mountain roads yet to be built, specifically Temescal Canyon Road (north of Sunset) and "B" Street (Braeburn) are proposed to be redesignated from Secondary Highways to Modified Secondary Highways. The Staff recommends that certain of the Secondary Highways be further designated as "Modified". These are located in areas where their further improvement, as specified in the Standard Street Dimensions, would adversely affect the environment or distrub the quality and character of the District. Preservation of the communities and minimum disturbance of their environments are of paramount consideration in the design of Modified Secondary Highways, if and when the City deems their widening or improvement to be necessary and feasible.

2. Temescal Canyon Road

   a. Topanga State Park Access

      Issue: The Topanga Park Citizens Advisory Committee/ Temescal Canyon Association has commented on the circulation and recreation aspects of the Brentwood-Pacific Palisades District Plan. They request the deletion of Mountain Park Drive, at least from its intersection with Sunset Boulevard at Temescal Canyon to its intersection with Bienvenida. Further, they ask for the deletion of any street widening from the Plan as a means of increasing Park use.

      Response: Mountain Park Drive is not shown on or proposed in the Plan. The staff has shown Temescal Canyon Road north of Sunset Boulevard and extending only to Palisades Drive. The following facts are pertinent to the issue:

      Portions of Temescal Canyon Road are already assured. The City already has committed to it, as a part of a previously approved subdivision, a paved road on the Temescal Canyon Road alignment from Palisades Drive to Lachman Lane. The City Engineer reports that should additional development be permitted on Headlands properties then Secondary Highway improvements from Palisades Drive south to the State park boundary would be required.

      In connection with Lachman's properties, the City owns the dedication for a Secondary Highway and has the necessary slope easements. Some of the grading for the road in this area has already been done. The City Council may require that the road be fully improved. It is expected that the developer will be required to make these improvements at such time as the road just north of Sunset Boulevard is constructed by the City.

Two portions of the road are not assured, including the portion through the State park and a small portion adjacent to the Presbyterian campgrounds. Presumably, the City would have to pay for these segments of the road.

The Bureau of Engineering estimates that the development cost of the 2.9 mile road irrespective of who is required to foot all or part of the bill is $11,000,000 (1975 dollars). This does not include right-of-way acquisition where it may be necessary.

The road is desirable for two reasons:

1) as access to the State park, and

2) as an alternate access to existing and possible future development located on the Headlands properties. The access for development is important both from a traffic circulation point of view but also from a fire safety viewpoint.

Some groups have the viewpoint that the access to the State park is not needed because the State lands are to be only very lightly used. The staff notes that existing access to the State park is very limited and is extremely inconvenient. At this point in time, access to the State park is only available from Topanga Canyon Boulevard which is already near capacity and is inconvenient to City residents. Access may also be available from Mulholland Drive, Los Liones Road, and Palisades Drive in the future. The capacity of Mulholland Drive is to be severly limited and Los Liones Drive only provides access to a very limited area. Palisades Drive serves as access to the Headlands development and would not provide access to the easterly portions of the park. Temescal Canyon Road would provide more direct access to the park and needed access to the easterly portion of the park.

Not providing for adequate park access from the east would be the equivalent to cutting off the easterly portion from all but the very limited use of hikers and horseback riders. Some access to the easterly portion could be achieved from local residential streets, but this would be undesirable.

Consequently, the staff feels that in view of the above needs and the fact that considerable commitment to the road has already been made, that the retention of Temescal Canyon Road on the Plan is desirable.

b. Subdivision Access

Issue: Temescal Canyon Road will add more traffic and related environmental detriments to the stable single-family neighborhoods along Bienveneda Avenue and Lachman Lane. The

extension of Bienveneda and Lachman to the proposed new Secondary Highway will be an incentive to future development of the Headlands' and Lachman's properties. Future residents of these subdivisions, as well as State park visitors, will use streets through well maintained residential neighborhoods as thoroughfares to and from Sunset Boulevard, thus, deteriorating rather than preserving the neighborhood character of the District.

Response: Temescal Canyon Road, proposed as a modified Secondary Highway and is anticipated to serve a dual purpose of providing access to Topanga State Park as well as serving the existing and future subdivisions in the hillside area. The proposed alignment of the road is consistent with conditions required by tract map approvals and conditional uses. In the Conditional Use for Tract No. 9300, commonly known as Marquez Knolls and Golf Course, the road has been dedicated up to the southwesterly property line of the Presbyterian Conference Grounds. The staff proposes that the Plan reflect the reliagnment of the road westerly of the Conference Grounds as per the recommendation of the City Engineer. Additional dedication at the southerly extremity of the Conference Grounds and adjacent to the easterly side of the proposed Junior High School site will be needed. Additional dedication from the connection of Bienveneda Avenue through the State park land to Palisades Highlands boundary needs to be secured. However, as required of Tentative Tract No. 31070, an emergency access road has been dedicated beteeen Palisades Drive and Lachman Lane.

Because of the nature of the terrain along the proposed alignment, the staff proposes the Temescal Canyon Road be redesignated to a Modified Secondary Highway. The extensions of Bienveneda Avenue and Lachman Lane was proposed as a logical connection for emergency access for hillside residents and State park access. No widening of these collector streets has been proposed. The staff proposes that both streets be redesignated as Mountain Collectors.

H. Open Space

1. Lower Los Liones Canyon

Issue: The Plan does not reflect the lower segment of Los Liones Canyon earmarked for State Park acquisition.

Response: The Open Space and Recreation Map proposes Desirable Open Space in the Lower Los Liones Canyon as it does in other areas. Actual purchase of the land is dependent on appropriate State legislation being enacted. To depict this as publicly owned open space would be premature.

2. Sanitary Landfill

Issue: There are two subdivisions with stable single-family homes that are forced to co-exist with the inconvenience of noise, dirt, vibration, odors, rodents and insects emanating from the Mission Canyon garbage dump. If the County Sanitation Department is permitted to continue its operations in Mission Canyon for the next 25 years, the entire canyon from the San Diego Freeway to Mandeville Canyon Road will become one big garbage dump. In addition, use of Rustic Sullivan Canyons for sanitary landfill uses should not be permitted for these beautiful undisturbed canyons. Sanitary landfill operations are occuring at the Braeburn properties and should be shown on the Plan.

Response: Where and when appropriate, the County Sanitation property in Mission, Sullivan, and Rustic Canyons should be utilized for park activities. The Plan stipulates that use of Rustic and Sullivan Canyons as a landfill site should be avoided. Research and development of alternate disposal methods, which would minimize the need for landfills, should be pursued and/or encouraged by the city. The filling of the landfill sites should be conducted in a manner such that termination or major reduction of large-scale operations is practical on relatively short notice. Recreation activities on these sites should be planned in conjunction with the State Park Plan for the area.

Although the conditional use permit has expired for the Mission Canyon site, the staff feels that the facility will still be needed for the immediate future. However, the County Sanitation Department has indicated that there will be no need for a sanitary landfill operation in the Rustic-Sullivan area within the life of the Plan. Therefore, the staff proposes that the "Refuse Collection" symbol be deleted from the Plan Map. The staff acknowledges the landfill operations in the Braeburn development and proposes that the "Refuse Collection" symbol be added to that area on the Plan Map.

3. UCLA Research Facility

Issue: The area surrounded by the State Park is no longer a research facility, but is part of the University of California Natural Land Reserves, a statewide system.

Response: The change of status of the UCLA property is proposed to be shown as "Public Owned-1, Open Space" on the Plan Map.

4. Coastal Lands

Issue: All public and private development on land lying between the Pacific Coast Highway and the ocean should be discouraged, and public beach use should be encouraged. All tourist type development

should be located on the landward side of Pacific Coast Highway. This would minimize interference with beach use and views from the highway. The Plan should reduce densities of the unstable Palisadian bluff area.

Response: The Plan incorporates policies from the Preliminary Coastal Plan prepared by the Coastal Zone Commission and gives priority to general public type development over private development. The staff does not concur with the CAC proposal restricting development to the easterly landward side due to anticipated pedestrian access and highway crossing problems, and the resultant costs and esthetic factors. Development at the base of the bluffs would be as unsafe as at the top. The staff proposes that the bluff area, east of Sunset and west of Temescal Canyon Road, be reduced from Low to Minimum Density Housing.

I. Public Facilities

1. School Sites

Issue: Pacific Palisades Elementary School occupies a substandard site according to the School Building Planning Division. Additional land will be needed, which should be reflected on the Plan Map and the text. Although school enrollment has dropped substantially in recent years, the Plan encourages the expansion of two elementary school sites. School expansion is not necessary.

Response: The Plan Map does not indicate any expansion of school sites. The staff proposes that the expansion of school facilities should be made by intensifying existing sites without further land acquisitions.

2. Non-Auto Circulation Facilities

Issue: The District, as is most of the city, is dependent on the automobile for transportation. Less dependence upon the automobile and greater dependence upon public transit, bicycles, and walking should be encouraged by the Plan.

Response: The circulation system of the Plan is inadequate to serve the District at desirable operating levels. Existing and proposed street capacities cannot adequately accommodate the anticipated traffic volumes. The staff has minimized proposals for increasing traffic capcities due to environmental and community concerns. Indirectly, this should encourage the use of other means of transportation. However, the automobile is part of the Southern California lifestyle, particularly for long distance commuting and recreation travel. This lifestyle pattern can be changed if fast, cheap rapid transit is offered to the commuting public and recreation seekers.

The Plan proposes alternatives to the automobile. A Public Transportation Corridor Study and Park Access Feasibility Study have been proposed. The mountain areas contain a system of proposed equestrian and hiking trails and bicycle routes are proposed for the flat lands. Specific Plan Study areas will address the problem of pedestrian circulation in the Neighborhood Commercial areas and the closing of streets to create pedestrian malls. The latest addition to these non-auto circulation facilities is the West Los Angeles Bikeway, Phase I to be installed during the 1976-1977 Capital Improvement Program.

3. Local Parks

Issue: There is a stream meandering through redwood trees just one block north of Wilshire and four blocks west of Bundy Drive on McClellan Drive. This should be a proposed vest-pocket park.

Response: The area is Desirable Open Space and should be designated as such on the Open Space and Recreation Map. The Plan Map will not reflect this park because this issue should be considered on a Citywide priority basis. Specific properties cannot be designated for future public use. The need for local parks exists in this District, but the Adopted Interim Public Recreation Plan indicates a low priority to provision of local parks in this area on a citywide basis.

J. Oil Drilling

Issue: Oil drilling should be prohibited within the District.

Response: The Plan does not deal with the oil issue but does indicate that no industrial uses are proposed. The Conservation Plan and other City Ordinances and policy statements have dealt with this regional issue. The staff feels the issue of oil drilling, as a policy matter, is better handled at a citywide or greater level.

APPENDIX A
Recommended Proposed Plan Text

CITY OF LOS ANGELES

DEPARTMENT OF CITY PLANNING

BRENTWOOD-PACIFIC PALISADES DISTRICT

PROPOSED PLAN

CITY PLAN CASE NO. 25141

AUGUST, 1975

REVISED:
NOVEMBER, 1975

COMMISSION DECISION DATE:
DECEMBER 11, 1975

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BRENTWOOD-PACIFIC PALISADES
PROPOSED PLAN

INTRODUCTION*

The Proposed Brentwood-Pacific Palisades District Plan is being submitted for approval by the City Planning Commission and the Mayor, and for subsequent adoption by the City Council as a part of the Los Angeles General Plan. The Preliminary Plan was reviewed and approved by the General Plan Advisory Board and was circulated for review to the Brentwood-Pacific Palisades Citizens Advisory Committee and the general public. A staff report, accompanying this Plan, summarizes all the recommendations made by the aforementioned sources and their effect on the Plan.

A Draft Environmental Impact Report assesses the impact of the proposals, policies, and programs of the Plan.

The following statistics of the Brentwood-Pacific Palisades District reflect recent population growth reductions:

Existing Population (10/73 Estimate)		54,000
Existing Zoning Capacity		112,300
~~1990~~ 1995 Projected Population	~~62,600~~	63,600
Population Capacity of Plan	~~83,500~~	72,700

For additional information, call the City Planning Department, Barry Katz, at 485-5386.

*The introduction contains explanatory material and is not a part of the Proposed Plan.

PURPOSES

The Brentwood-Pacific Palisades District Plan is a part of the General Plan of the City of Los Angeles. It consists of this text and the accompanying maps entitled "Plan Map" and "Open Space and Recreation Map."

USE OF THE PLAN

The purpose of the Brentwood-Pacific Palisades District Plan is to provide ~~an official~~ a guide to the future development of the District for the use of the City Council, the Mayor, and the City Planning Commission; other concerned governmental agencies, residents, property owners, and businessmen of the District; and private organizations concerned with planning and civic betterment. For the Council, the Mayor and the Planning Commission, the Plan provides a reference to be used in connection with their actions on various City development matters as required by law.

The Plan is intended to promote an arrangement of land use, circulation, and services which will encourage and contribute to the economic, social and physical health, safety, welfare and convenience of the people who live and work in the District, within the larger framework of the City; guide the development, betterment and change of the District to meet existing and anticipated needs and conditions; contribute to the enhancement of the quality of the environment; balance growth and stability; reflect economic potentialities and limitations, land development, and other trends; preserve or conserve natural resources; and protect investment to the extent reasonable and feasible.

This Plan proposes approximate locations and dimensions for land use. ~~Development may vary slightly from the Plan provided the total acreage of each type of land use, the land use intensities, and the physical relationships among the various land uses are not substantially altered.~~

The Plan is not an official zone map and while it is a guide, it does not imply an implicit right to a particular zone or to the land uses permitted therein. Changes of zone are considered under a specific procedure established under the Los Angeles City Charter and the Los Angeles Municipal Code, subject to various requirements set forth therein. Inasmuch as the Plan shows land uses projected as much as 20 years into the future, it designates conditionally more land in some areas for different zones and uses than may be desirable for many years.

This Plan is subject to periodic review and amendments ~~to reflect changes in circumstances~~.

OBJECTIVES OF THE PLAN

1. To coordinate the development of the Brentwood-Pacific Palisades District with other parts of the City of Los Angeles and the metropolitan area.

2. To designate lands at appropriate locations for the various private uses and public facilities in the quantities and at densities required to accommodate population and activities projected to the year ~~1990~~ 1995.

3. To make provision for the housing required to satisfy the varying needs and desires of all persons ~~of all economic levels~~, choosing to live in the District, maximizing the ~~opportunity~~ for individual choice within the constraints imposed by land availability, land and development costs, and population growth.

4. To encourage the preservation and enhancement of the varied and distinctive residential character of the District.

5. In hillside areas to:

   a. Minimize grading commensurate with the density of development shown on the Plan; and

   b. To limit land use intensities and population densities to that which can be accommodated by the transportation system, public service facilities and utilities, and natural topography.

6. To promote economic well-being and public convenience by allocating and distributing commercial lands for retail, service and office facilities in quantities and patterns based upon the needs of the District and accepted planning principles and standards.

7. To provide a basis for the location and programming of public facilities and to coordinate the phasing of public facilities with private development, minimizing damage to existing uses.

8. To provide for a circulation system coordinated with land uses and densities for the purpose of accommodating traffic and minimizing street widening and realigning; encouraging the expansion and improvement of public transportation service; and promoting achievement of air quality standards.

9. To encourage the preservation of ecological and environmental qualities as well as park and recreational uses.

10. To preserve open space for environmental protection and recreational uses; to protect the natural character and topography of mountainous parts of the District for the enjoyment of both local residents and persons throughout the Los Angeles region; and to preserve views from designated scenic view sites commensurate with other provisions of this Plan.

11. To enhance the design and appearance of both public and private development and to encourage urban beautification programs.

12. To improve the design and construction of residential and commercial buildings in order to reduce both crime and the fear of crime.

POLICIES

The Brentwood-Pacific Palisades District Plan has been designed to accommodate the anticipated population and employment of the District in the year ~~1990~~ 1995. The Plan accepts the likelihood that change will take place and must be properly controlled if the District's amenities are to be preserved and its problems corrected.

The Plan proposes the preservation of low density single-family residential areas, the conservation of designated Open Space Lands for environmental and recreational use, the development of a major mountain park and open space system, and the improvement of the quality and usefulness of the Pacific Palisades Business District and other commercial facilities within the District. Residential development is generally restricted to Very Low and Minimum density housing categories in areas removed from employment and commercial centers.

LAND USE

Housing

Standards and Criteria:

Properties in residential zones permitting densities in excess of those designated on the Plan ~~shall~~ should be reclassified so that the maximum density permitted is no greater than the use predominating at the time of adoption of this Plan.

During the first five years after adoption of the Plan, no change in zoning ~~shall~~ should be allowed to a density which exceeds the lower end of the applicable density range indicated on the Plan Map, unless it can be shown that a higher density within the applicable range is significantly more in the public interest and maintains the quality of the District's environment. Minimum Density housing areas are exempt from this policy, being subject to the graduated scale density provisions of the slope density formula.

Apartments should be soundproofed, have sufficient offstreet parking, and be provided with adequate usable open space.

The intensity of land use in the mountain and hillside areas and the density of the population which can be accommodated thereon, ~~shall~~ should be limited in accordance with the following criteria:

a. The ability of the existing and assured street circulation system, both within the area and in peripheral areas, to accommodate traffic.

b. The availability of sewers, drainage facilities, fire protection services and facilities and other public utilities.

c. The suitability of the geology of the area for development, and the steepness of the natural topography of the various parts of the area. In areas designated for Minimum Density Housing, the dwelling unit density shall not exceed that allowed by the following formula:

$$D = \frac{50 - S}{35}$$

Where: D = The maximum number of dwelling units per gross acre allowable, and

S = The average natural slope of the land in percent.

d. The compatibility of proposed developments with existing adjacent communities.

e. The adequacy of existing and assured school and park facilities.

Use of the "cluster concept" and the Residential Planned Development District are the preferred methods to be utilized for new residential development in hillside areas, in order to preserve the natural terrain, minimize the amount of grading required, and provide more recreational land and open space. However, development by conventional subdivision ~~shall~~ should not be precluded. The "cluster concept" is defined as the grouping of residential structures on the more level parts of the terrain while retaining a large area in its natural state or in a park-like setting. Density patterns indicated on the Plan Map may be rearranged to facilitate cluster developments provided that the total number of dwelling units indicated in any development is not increased from that depicted on the Plan Map. Where cluster development is permitted, permanent maintenance of the privately-owned open space ~~must~~ should be assured through the establishment and implementation of ordinances and policies. ~~Cluster development which permits multiple and/or attached housing should be:~~

~~a. Permitted only on parcels 50 acres or greater in size;~~

~~b. Designed so as to minimize adverse visual impact on neighboring single family uses;~~

~~c.~~

~~d. Required to set aside a minimum of 75% of the land as Open Space, 15% of which should be suitable for active use.~~

Cluster developments should not be granted unless they are in conformance with the following requirements:

1. Parcel size should be greater than 50 acres.

2. Designed so as to minimize adverse visual impact on neighboring single-family uses.

3. Adequate access should be provided from at least two directions to at least two different streets.

4. Grading should be controlled in accordance with the following criteria:

   a. A detailed grading plan showing the amount of cut and fill within 10% accuracy to be required upon submission of any tentative tract map or change of zone request.

   b. With the exception of roads and necessary drainage facilities, natural terrain to be retained and grading limited to the actual building site.

5. Setback requirements of the applicable zone should not be waived.

6. No more than 20% of the total land in a development should be in residential use.

7. At least 15% of the open land should be usable (5% slope or less), in general to be devoted to recreational activities.

8. Open space, park and recreational lands, whether deeded to the City or privately held as Open Space Land, should be protected by provisions which would prohibit any future construction of non-recreational buildings on the protected areas.

9. Limited in character and density to that permitted in the Low Medium I Housing category.

Portions of the Brentwood-Pacific Palisades District are suitable for horsekeeping as an accessory use to residential uses on appropriate size lots, as permitted by the City's Planning and Zoning Code.

The residential character of the single-family development in the hillside areas of the Brentwood-Pacific Palisades District is characterized by green spaces and openness and is considered a desirable environment worthy of public protection.

The scenic value of natural landforms ~~shall~~ should be preserved, enhanced, and restored. Wherever feasible, development ~~shall~~ should be integrated with and visually subordinate to existing natural features and terrain. Structures ~~shall~~ should be located to minimize their intrusion into scenic open spaces by being clustered near other existing natural and manmade vertical features such as tree masses, hills, rock outcrops, and existing structures.

The proposed residential density categories and their capacities are:

Residential Density	Dwelling Units Per Gross Acre			Gross Acres [2] (Approx)	% of Resid. Land	Dwelling Unit Capacity [3]	Pop. Capacity	Percent of Pop. Capacity
Minimum	0.05 ~~0.5~~	to	1.0 [1]	3,540 ~~6,300~~	36.6 ~~47.3~~	970 ~~4,670~~	3,600 ~~17,200~~	5.0 ~~20.6~~
Very-Low I	1+	to	2	1,020	10.5 ~~9.6~~	1,250	4,700	6.5 ~~5.8~~
Very-Low II	2+	to	3	2,160	22.4 ~~19.1~~	3,380	12,100	16.7 ~~14.5~~
Low	3+	to	7	2,550 ~~2,390~~	26.4 ~~21.0~~	8,280 ~~7,530~~	29,800 ~~27,100~~	41.0 ~~32.4~~
Low-Medium I	7+	to	12	100	1.0 ~~0.9~~	1,020	2,900	4.0 ~~3.5~~
Low-Medium II	12+	to	24	20	0.2	490	1,300	1.7 ~~1.5~~
Medium	24+	to	40	270	2.7 ~~2.4~~	7,690	17,000	23.4 ~~20.4~~
High Medium	40+	to	60	20	0.2 ~~0.1~~	660	1,300	1.7 ~~1.5~~
TOTALS				9,680 ~~11,340~~	100.0	23,770 ~~26,690~~	72,700 ~~83,600~~	100.0

1. Reflects slope density in concept by approximating percentage of Minimum Density land in each slope range and then assuming the mid-point of each slope range category as the average slope, S, within the formula yielding desirable density, $D=\frac{50-S}{35}$

2. Gross Acreage includes streets, but does not include public lands.

3. Calculations in these columns take into account terrain, potential rates of rebuilding, existing subdivison patterns and subdivision practices, the slope-density concept, and recent zone changes approved by the Commission.

Features:

The Plan proposes that the predominantly low density residential character of the District be preserved, and that single-family residential neighborhoods be protected from adjacent uses of other types by landscaping and other buffering devices commensurate with other Plan proposals. Multiple family residential areas are concentrated so as to avoid their intrusion into single-family areas.

The Plan is intended to provide a maximum capacity for ~~23,690~~ 23,770 dwelling units and approximate ~~83,500~~ 72,700 persons. The projected ~~82,600~~ 1995 population for the District is ~~82,600~~ 63,600 persons.

The undeveloped mountainous portion of the District contains approximately ~~5,400~~ 3,540 acres of privately owned land. If developed, this area would have a population capacity of ~~5,900~~ 3,600 persons. It is undesirable for total development to occur. Substantial portions may be included in a large regional park in the future.

The rehabilitation and/or reconstruction of deteriorated single-family areas for the same use is encouraged. Housing should be made available to all persons choosing to live in the District regardless of social, economic and ethnic backgrounds, to the extent feasible. Additional low and moderate income housing is needed in all parts of the City.

Commerce

Standards and Criteria:

~~The commercial acreages (not including associated parking) to serve suburban residential areas on a Citywide basis are computed by the following standards:~~

~~1. 0.6 gross acres per 1,000 residents for Neighborhood Commerce and~~

~~2. 0.2 gross acres per 1,000 residents for Community Commerce, including service and specialized uses.~~

The commercial lands designated by this Plan are adequate in quantity to meet the needs of the projected population to the year ~~1990~~ 1995.

~~In general,~~ It is proposed that off-street parking ~~should~~ be provided at a ratio of not less than two square feet for each square foot of commercial floor area for each Community, Neighborhood and Regional Commerce area as specified on the Plan Map, and at a ratio of not less than one square foot for each square foot of floor area for Limited and Highway-Oriented Commerce uses. Parking areas ~~shall~~ should be located between commercial and residential uses where appropriate, to provide a buffer, and be separated from residential uses by means of walls and/or landscaped setbacks, to attenuate noise and preserve adjoining residential neighborhoods.

Highway Oriented, Neighborhood, and Limited Commerce structures ~~should be~~ are proposed to be restricted to three stories or 45 feet overall in height. Commercial structures in Community Commerce areas ~~should~~ are proposed to be limited to six stories or 75 feet in height, to ensure maximum compatibility with the adjoining residential uses, except that commercial structures should not be more than three stories or 45 feet overall in height where they abut single-family residences.

Features:

The Plan ~~provides for~~ proposes approximately 160 acres of commercial and related parking uses.

Where feasible and appropriate, building and site design ~~shall~~ should provide physical as well as psychological barriers to crime in order to prevent and deter crime and make apprehension more likely.

Specific Plans are recommended for the Brentwood Commercial District along San Vicente Boulevard, and the Pacific Palisades Business District in the vicinity of Sunset Boulevard and Swarthmore Avenue. The village characteristics of these areas should be maintained. Height limitations, sign restrictions, mall areas, low intensity commercial uses, better circulation and additional off-street parking should be provided.

Industry

The Plan proposes no industrial uses within the Brentwood-Pacific Palisades District.

Open Space and Conservation Lands

Standards and Criteria:

Designated Open Space Lands on the Open Space and Recreation Map are not intended to be developed for residential or other urban uses.

Natural resources within the District ~~are to~~ should be conserved. Priority of development in natural and scenic resource areas should be given to those uses which complement the resources. In coastal locations, individual homes may be permitted in accordance with the policies set forth in this Plan, if no other use is feasible. Development providing access to sensitive areas should be carefully controlled.

The restrictions included in the Open Space Element ~~are to~~ should be applied to areas designated as "Desirable Open Space" on the District's Open Space and Recreation Map. The Report of the Citizens' Advisory Committee on the Mulholland Scenic Parkway is incorporated into this Plan in spirit and intent. Specific criteria for the development of road-associated facilities and related controls should be developed in accordance with that report.

Vacant lands with an average natural slope of 15% or greater measured over a 250-foot grid and those lands either adjoining or within 2,000 feet of, and viewed from, the Mulholland Scenic Parkway as identified in this Plan should be considered to be of open space and conservation value. Uses of these open space areas, therefore, should be limited to the following:

a. Essential public projects necessary to the safety, health, and well being of the region and District as a whole;

b. Recreational and park-type uses including trails and turnouts;

c. Educational uses, such as a nature center;

d. Minimum Density Housing;

e. Open land preserves;

f. Agricultural uses.

New development which obstructs views from Mulholland Drive, and all signs, except emergency and traffic control signs and other essential signs related to open space and park-type uses, should be prohibited.

The Pacific Ocean is proposed to be designated as Open Space. Whenever feasible, runoff should not be allowed to degrade the kelp beds and coastal waters off the Pacific Palisades Community.

Development of the coastal area should be restricted so as to protect coastal resources.

Features:

Federal, State, County and City properties comprising approximately 10,900 acres of land exists in the District (1975). This land should be utilized to provide camping and picnicking, hiking, bicycling and equestrian trails; and golf courses, sports fields, and other active recreational uses for residents of the Los Angeles region. All major park and open space areas should ultimately be connected with the Mulholland Scenic Parkway system with trails provided wherever possible.

Desirable Open Space and existing and proposed parks are identified on the Open Space and Recreation Map. Included are approximately 10,450 acres of publically owned land and approximately 5,400 acres of privately owned land.

Access to and facilities for equestrian, hiking, and bicycling trails should be provided in conformance with standards set forth in the Major Equestrian and Hiking Trails Element and the Bicycle Trails Element (when adopted) of the General Plan.

The proposed park in Los Liones Canyon should be developed as an arboretum in order to take advantage of its unique sub-tropical flora and fauna.

All schools, beaches and public parks are to be redesignated to the Minimum Density Housing category, in the event they are sold for development for other than recreational or open space uses. Should owners desire to sell private golf courses, the City should have the right of first refusal to purchase the land for recreational and open space uses. All privately owned golf courses should be placed in the Minimum Density Housing category if, and when, they are developed for non-recreational uses.

Where and when appropriate, the County Sanitation property in Mission, Sullivan, and Rustic Canyons should be utilized for park activities. The use of Rustic or Sullivan Canyons as a landfill site should be avoided. Research and development of alternate disposal methods, which would minimize the need for landfills, should be pursued and/or encouraged by the city. The filling of the landfill sites should be conducted in a manner such that termination or major reduction of large-scale operations is practical on relatively short notice. Recreation activities on these sites should be planned in conjunction with the State Park Plan for the area.

CIRCULATION

Highways and Streets

Standards and Criteria:

The Brentwood-Pacific Palisades Plan does not provide sufficient circulation facilities to meet the projected transportation needs of the area at desirable levels of service. Therefore, land use densities should be maintained at the lowest feasible level. While additional roads may be needed, it does not appear practical or environmentally appropriate to expect their construction. Until and unless a balance between the land use and circulation systems is achieved, subdivisions may be disapproved and substantial acreages may remain undeveloped.

A network of Major and Secondary Highways is planned to carry moderate to heavy volumes of traffic to and through Brentwood-Pacific Palisades District. Collector Streets are planned to carry local traffic to and from highways and facilitate internal circulation within this District. Certain of the Secondary Highways ~~and Collector Streets~~ are further designated as "Modified". These are located in areas where their further improvement, as specified in the Standard Street Dimensions, would adversely affect the environment or disturb the quality and character of the District. Preservation of the communities and minimum disturbance of their environments are of paramount consideration in the design of Modified Secondary Highways, if and when the City deems their widening or improvement to be necessary and feasible. ~~The Plan also recommends that there be no further street widening of Modified Collector Streets except in instances dictated by overwhelming public safety considerations (e.g., elimination of hazardous sharp curves or dangerous bottlenecks). The Plan recognizes that the limited utility derived from widening Modified Collector Streets over substantial distances could not compensate for the resultant severe damage to the environment and character of the District.~~

~~Other~~ Highways ~~and Collector~~ and Local Streets shown on this Plan ~~shall~~ should generally be developed in accordance with standards contained in the Highways and Freeways Element of the General Plan and the City's Standard Street Dimensions, except where environmental issues and planning considerations ~~would~~ warrant alternate standards consistent with street capacity requirements.

Many roads in the Brentwood-Pacific Palisades Plan are designated as "Mountain Arterial" and "Mountain Collector" streets. These streets function as arterial roads or collector streets, but in order to conform with the Plan objective of preserving the single-family residential quality and environment of the District, no widening of these streets or local streets located in the District shall be authorized for the purpose of increasing their traffic capacity. Any improvements shall be limited to those instances dictated by overwhelming public safety considerations.

The residential and commercial densities and intensities proposed in the Plan are based upon the eventual development of the appropriate transportation facilities. No increase in the density should be effected by zone change or subdivision unless it is determined that the on and off-site streets and highways serving the property involved can accommodate the traffic generated.

Design characteristics which might facilitate street identity such as curves, changes in direction, and topographical differences should be emphasized by street trees and planted median strips. Streets, highways and freeways when developed should be designed and improved in harmony with adjacent development to facilitate driver and passenger orientation. Whenever feasible, street development ~~shall~~ should preserve existing trees.

Roads built in mountain areas should be given special scenic treatment. In each instance, a development plan should be prepared prior to construction, indicating how scenic and recreational opportunities will be provided and how the anticipated volumes of traffic will be accommodated. Roads used for park and recreational access ~~shall~~ should be of sufficient size to handle future recreational needs as well as being given special scenic treatment in their design.

Access to the coast and mountain areas for persons of all income levels should be maximized consistent with the protection of resources. Commercial developments that provide recreational access to the coast for the general public should have priority over other private development. Development at or near the coast and mountain areas should not be allowed to block pedestrian and transportation access to the coast or to public park lands nor to unnecessarily interfere with public and private views of the coast.

Where feasible, roads on headlands should be visually screened, and driveways connecting to the coastal highway minimized. Where practical, the transitions between headlands and related stream canyons should be left in a natural state with bridges over canyons located as far inland as physically feasible and environmentally acceptable. Grading, cutting and filling in canyons and arroyos and on hillsides should be minimized where such operations significantly alter the appearance of natural landforms.

Mulholland Drive is deleted as a Major Highway from the City's Highways and Freeways Plan and is designated as a Scenic Parkway to be developed in accordance with the spirit and intent of the Report of the Citizens' Advisory Committee on the Mulholland Scenic Parkway.

Several routes are designated as Scenic Highways. The Scenic Corridors Element of the General Plan designates Scenic Highways throughout the City.

The Open Space and Recreation Map indicates potential trails for equestrian, hiking and bicycle use. Trails in residential areas may occupy a part of the street rights-of-way. Trails may be provided and maintained by various methods, including but not limited to:

a. Assessment districts;

b. Revenue from horse licensing fees; and

c. The Park Land Dedication Ordinance (Ord. No. 141,422).

The City should develop specific standards for trails and recommend means of financing.

Features:

The Plan incorporates and amends the Highways and Freeways Element of the Los Angeles General Plan. Collector Streets are shown to assist traffic flow toward Major and Secondary Highways and Mountain Arterial Streets. Mulholland Drive is designated as a Scenic Parkway.

Sunset Boulevard is designated as a Major Highway. However, there should be no widening for the purpose of increasing capacity during the twenty year life of this Plan. The Plan includes the fullest possible development of the San Diego Freeway, and the development of Sepulveda Boulevard to Major Highways Standards.

The existing City-owned Reseda Boulevard right-of-way is proposed to remain in City ownership for the possible future development of an effective public transportation system, or to serve as a recreational road, ~~or access to the County Sanitation Landfill site,~~ whichever is appropriate.

Public Transportation

Public Transportation is planned and operated on a regionwide rather then local basis. However, public transportation improvements are ~~necessary~~ desirable to alleviate some of the circulation system problems of this District. Improved and increased bus service ~~must~~ should be provided.

Direct connections are needed between the residential areas and the commercial areas within the District as well as better connections with the rest of the City. The use of public transportation to provide additional access to beach and mountain recreation areas is also strongly advocated. A public transportation corridor across the Santa Monica Mountains in the vicinity of the Sepulveda Pass is proposed.

Bikeways

The Plan ~~designates~~ proposes several Bicycle Routes. Some of these routes are connected with Bicycle Routes in other areas of the City in order to provide a network promoting optimal use of this mode for recreation and transportation. Bicycle trails should be provided in new subdivisions in the more level areas to connect with the designated system traversing the District. The bicycle trail along Mulholland Drive should connect with trails extending to the north and south where feasible.

SERVICE SYSTEMS

Standards and Criteria:

The public facilities shown on this Plan ~~are to~~ should be developed in substantial accordance with the standards for need, site area, design and general location expressed in the Service Systems Element of the General Plan (i.e. Public Schools Plan, Fire Protection Plan, Drainage System Plan). The individual facility plans should be consulted for specific standards. Such development shall be sequenced and timed to provide a workable, efficient and adequate balance between land use and service facilities. The full residential and commercial densities and intensities proposed in the Plan are predicated upon substantial compliance with standards contained in the Service Systems Element.

The Plan designates two standard types of local parks based on projected ~~1990~~ 1995 needs: Neighborhood Parks and Community Parks.

~~Neighborhood Parks~~ -

~~1 acre per 1,000 residents; minimum site size, 5 acres; desirable service radius, 1/2 mile; and~~

~~Community Parks~~ -

~~1 acre per 1,000 residents; minimum site size, 15 acres; desirable service radius, 1-1/2 miles.~~

At times it will be necessary for portions of recreation and open space sites to be used for public rights-of-way and easements. However, such intrusions should be minimized.

The potential of each shoreline property for possible recreational use ~~shall~~ should be evaluated before any development is permitted that would foreclose the opportunity for such use. The use of coastal private lands for visitor-oriented development such as commercial recreation and support facilities (e.g. resorts, restaurants, hotels, and campgrounds) that are designed to enhance the general public's opportunity to enjoy the waterfront and other coastal recreation areas, ~~shall~~ should have priority over private residential or general commercial development, except for agriculture. Residential and

general commercial developments on privately owned coastal lands ~~shall~~ should be permitted only if it can be demonstrated that the site is clearly inappropriate for commercial recreation uses (due to location, surrounding land use, accessibility, etc.) or that present and foreseeable future demand for commercial recreation is already adequately provided in the area.

Features:

Schools -The Plan proposes dual use of existing school facilities for the general public after hours and on week-ends. School grounds should be landscaped and made available for after-hour recreational use. Two elementary schools ~~sites~~ need to be ~~expanded~~ intensified.

Fire Stations - The several fire stations and the overall fire protection operations within the District are continually evaluated by the Fire Department and updated as fire protection techniques, apparatus needs, and land use patterns change.

Parks - Additional parks are shown in general locations to serve surrounding neighborhoods and the greater Los Angeles area. These include two Neighborhood Parks and one Community Park as well as Regional Parks in the mountain areas, ~~which would include~~ including two campgrounds and other specialized facilities.

The Plan proposes utilization of public lands, flood control and power line rights-of-way and the Mulholland Drive right-of-way for open space purposes and for hiking, bicycle and equestrian trails where appropriate.

PROGRAMS

This outline of programs is intended to establish a framework for guiding development of the Brentwood-Pacific Palisades District in accordance with the Objectives of the Plan. In general, they indicate those public and private actions which should take place during the initial five years following adoption of the Plan. The described actions will require the use of a variety of implementation methods.

I. PUBLIC IMPROVEMENTS

A. Circulation

To facilitate local traffic circulation, relieve congestion and provide mobility for all citizens, the following are ~~required~~ proposed:

1. Continued development and ~~improvement~~ maintenance of the highway and street system in accordance with ~~this Plan, by adding safety features such as islands and turning pockets but, in general, widening of streets is to be minimized or avoided~~. Plan Proposals and with the City's Annual Capital Improvement Program (as amended from time to time).

2. Continued planning of and improvement to the public transportation system of the District.

3. Planting of street trees on all public streets.

Highway construction in mountain areas should be preceded by a development plan indicating how scenic and recreational opportunities will be provided as well as how the anticipated volumes of traffic will be handled.

B. Recreation, Parks and Open Space

Acquisition, expansion and improvement of needed local parks throughout the District should be accelerated, ~~and~~ a as funds and lands become available. A concerted effort to establish multi-purpose use of open space along freeways should be undertaken consistent with the nature of each area. Additionally, multi-purpose use should be an objective for other publicly owned lands and facilities.

C. Commercial Areas

Existing commercial areas should be improved with respect to off-street parking, size and placement of signs, additional landscaping, elimination of billboards, external design of buildings and other appropriate controls. The Community Commerce districts should include provision for pedestrian streets or malls with landscaping, restricted vehicular use, and improved parking and access at the rear of commercial frontages.

D. Other Public Facilities

The development of other facilities should be sequenced and timed to provide a balance between land use and public services at all times. Power lines serving new developments ~~shall~~ should be placed underground. The program for placing existing power lines underground should be continued and expanded.

II. PRIVATE PARTICIPATION

Residents and commercial groups are encouraged to undertake private actions for community improvements, such as:

A. Reviewing and commenting upon development plans for specific parcels before applications are filed with the City for change of zone, variance, conditional use, or subdivision approval.

B. Sponsoring beautification programs for San Vicente Boulevard, Wilshire Boulevard, and Pacific Palisades commercial areas, such as tree plantings and landscaping.

C. Assisting the City in the design and development of scenic amenities and facilities adjacent to Mulholland Drive and other mountain roads.

D. Initiation by property owners and merchants of programs to ~~increase~~ encourage use of and/or improve off-street parking facilities serving adjacent shopping areas.

E. Developing and maintaining mini-parks on public properties, and vacant private lands as an interim use, with permission of the owner.

III. PLANNING LEGISLATION

Planning provisions of the Municipal Code and other legislation are continually being reviewed and amended. The following studies for amendments are suggested to aid in implementation of this Plan.

A. Design: Requirement that all new and rebuilt public and private facilities observe improved site design standards.

B. Signs Improvement: Strengthening of billboard and other commercial sign regulations to provide more restrictive controls, to include restricting placement and size of signs and the eljmination of billboards where advertising is not associated with the use of the property.

C. Buffer Strip Zoning: Separation of incompatible uses and facilities (particularly residential from commercial or freeways) by some form of buffering, preferably of a type which could also serve for recreation, parking or other useful purposes.

D. Highway-Oriented Commercial Zoning: A new zone which will ensure off-street parking facilities, and/or drive-through capabilities, for commercial activities on Major and Secondary Highways.

E. Grading: Amendments to the Zoning and/or Building Codes to limit the quantity of cut and fill grading in hillside and mountainous areas.

F. Tax Delinquent Properties: Acquisition by the City of tax delinquent properties in all slippage areas for permanent open space.

G. Open Space Tax Relief: Inclusion in the City's Annual Legislative Program (ubmitted to the State Legislature) of a proposal for tax relief for privately owned lands ~~planned~~ proposed for conservation and open space uses.

H. Property Improvement Tax Relief: Revision of laws to provide incentives to property owners to bring older buildings up to the requirements of the City's Building and Safety Codes.

I. Scenic Districts: Establishment of Scenic Districts with regulations and design controls to protect and preserve identified scenic features or values.

J. Open Space Acquisition: Establishment of a right of first refusal by the City to purchase privately owned recreational facilities, including golf courses and other privately owned open spaces for continued recreational and open space use.

K. Building Code Amendments: Possible amendments to require more adequate security features in the construction of new buildings.

L. Limitations on Bulk of Commercial Buildings: Additional bulk controls for building floor areas for commercial buildings, ranging from a Floor Area Ratio of 0.5 to 3.0. (Floor Area Ratio is a ratio relating the amount of floor area to the buildable area of a site, e.g., a Floor Area Ratio of 1 would allow a floor area equivalent to one times the buildable site area.)

M. Cluster Open Space Maintenance: Legislation providing for the permanent maintenance of open spaces in cluster developments by both developers and subsequent owners, by levying of maintenance fees, which would be specified as a condition of approval of zone changes and/or subdivisions.

IV. ZONING ACTIONS

Zoning is the primary legal tool by which the development of private property can be directed towards the implementation of the Plan. Two distinct situations are involved:

A. ~~It is the intent of the~~ The City ~~to~~ may initiate redesignation of zones appropriate to the Plan.

B. Property owners may apply for a change of zone under the procedures established by the Los Angeles City Charter and the Los Angeles Municipal Code.

V. FUTURE STUDIES

In order to systematically execute the intent of this Plan and provide for public needs, convenience, environmental protection, and general welfare, the following are suggested for special study and implementation:

A. Specific Plans for the following commercial areas ~~shall~~ should be developed:

1. Pacific Palisades (Sunset Boulevard between Swarthmore Avenue and Temescal Canyon Drive),

2. Brentwood (San Vicente Boulevard between Federal Avenue and Bundy Drive), and

3. Santa Monica Canyon (Chautauqua Boulevard, West Channel Road, and Entrada Drive in the vicinity of Pacific Coast Highway).

B. The earthquake of February 9, 1971, raised many questions with regard to building codes, hillside zoning, and fault zones. Many studies are being undertaken and upon their conclusion, the results should be incorporated, as appropriate, into the Brentwood-Pacific Palisades Plan.

C. Plans and implementation for the Mulholland Scenic Parkway, Scenic Corridor, and Scenic District should be considered for:

1. Roadway design;

2. Designation of and provision for acquisition of view sites, recreational areas and commercial concessions;

3. Controls on use and intensity of lands adjacent to the Parkway or area;

4. Designation and improvement of roads and trails for recreational purposes;

5. Prohibition and/or control of signs and billboards;

6. Location of other public facilities which are necessary along this Parkway; and

7. General protection of the eco-systems presently inhabiting the area.

E. Criteria for determining appropriate building sites in relation to natural slopes should be developed.

F. A feasible method for assuring the preservation and maintenance of privately owned open space remaining after utilization of density should be devised.

G. Research and development of acceptable alternative solid waste disposal methods, which would eliminate the necessity for the current sanitary landfill operations, should be encouraged.

H. The feasibility of the following areas for use as park and ride terminals should be considered for:

1. Southern end of Palisades Drive,

2. Land located below Via De Las Olas, and

3. The site of the Sand and Sea Club on Pacific Coast Highway (City of Santa Monica).

I. Public transportation for beach access for the general public, particularly the inner city recreationally deprived areas, should be encouraged.

J. The slope of land-density relationships depicted in this Plan reflects general policy. A study is being directed towards a more precise definition of this relationship to be applied in all mountain plans.

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APPENDIX B

COMPARISON OF ALTERNATE PROPOSALS FOR THE 1,000 ACRE UNDEVELOPED PORTION OF THE HEADLINES COMPANY PROPERTY IN THE SANTA MONICA MOUNTAINS

Issue:

Five proposals have been considered for the development of the 1,000 acre section of the Headlands property. These proposals, together with comments, are reviewed as follows:

1. State Park Acquisition

That the land not be developed for residential use, but be set aside for eventual incorporation into Topanga State Park.

Comments

The reason that this proposal has been rejected in the Community Plan is that the purchase of the 1,000 acres by the public would be required in order for the City to effectuate its designation as park. Money for this purchase has not been set aside, nor do we foresee that it will be. Consequently, development of the land should be permitted and provided for in the Plan. Community spokesmen stated that only recreational development should be allowed. The staff does not believe that this meets the test of reasonableness required by the courts and cannot be fully qualified as a reasonable use of the City's police power.

2. 1970 Santa Monica Mountain Plan - 2100 Dwelling Unit Proposal

That the land be developed in accordance with the extant 1964 Santa Monica Mountain Area General Plan, and extensively amended in 1970. This Plan provides that 2,100 dwelling units may be constructed on the 1,000 acres. It also provides for Mountain Park Drive, Temescal Canyon Drive, a Reseda-to-the-Sea Freeway, and Reseda Boulevard. With the exception of the Reseda-to-the-Sea Freeway, and Reseda Boulevard, this alternative was shown on the May, 1974 Brentwood-Pacific Palisades District Preliminary Plan.

Comments

The Headlands property owner representatives have proposed alternative "A" as a more desirable development proposal.

Nevertheless they state that the City in amending its Santa Monica Mountains General Plan in 1970 made a commitment to allow the development of 2,100 dwelling units. They indicate that based on this commitment, they have proceeded with off-site street improvements totaling $8 million plus additional expenditures for utilities, drainage systems, etc., in the full expectation that they would be permitted to develop in accordance therewith. They further state that development of the property at a lesser density would not be economically feasible and would result in a large monetary loss for the entire venture.

3. Preliminary Plan - 1,850 Dwelling Unit Proposal

Alternative A Shown on the May, 1974 Preliminary Plan depicted a development pattern of single-family and multiple-family dwellings and a considerable amount of open space on the 1,000 acre property. A total of 1,850 dwelling units were proposed. Mountain Park Drive was to be developed across the mountains and Temescal Canyon was also to be provided.

Comments

Proposal No. 3 has been submitted by the representatives of the property owner as a compromise to the original commitment of 2,100 dwelling units, to which he states he is entitled. It involves less grading and includes attached single-family housing and condominiums where previously only single-family housing was to be provided. It also reduces the density permitted by the present master plan by 250 dwelling units (from 2,100 to 1,850 dwelling units). The developer indicates that this plan preserves more open space. He states that there is a good market for this type of housing. Furthermore, the type of housing proposed could be more reasonably prices than the single-family alternative.

4. Preliminary Plan - 250 Dwelling Unit Proposal

Alternative B on the May, 1974 Preliminary Plan indicated the entire 1,000 acre ownership in the Minimum Density Category to which the Slope/Density Formula would be applied. Should this formula (now proposed as a part of the Brentwood-Pacific Palisades Plan) be applied to this area, the staff estimates that only 250 dwelling units would be permitted. This alternative also provided that Mountain Park Drive and Temescal Canyon Drive should be constructed.

Comments

Proposal 4 would only allow an estimated 250 units, if the slope density provisions are retained in the Plan. Otherwise

the Minimum Density Category without the Slope/Density formula would allow a maximum of 1,000 units (at 1 dwelling unit per gross acre.)

The developer states that such a low density for development would force him into bankruptcy. He states that he would be unable to build the required roads, specifically Temescal Canyon Drive. The issue of the City's commitment to him pertaining to 2,100 units is a paramount consideration.

Temescal Canyon Drive is considered essential to give access from the south to the Topanga Canyon State Park. Due to the rugged nature of the land, the Slope/Density formula would limit the total number of dwellings to 250 units. Further, the City can legally lower the development allowed to 250 units through the appropriate general plan, zoning and subdivision procedures. By the deletion of Mountain Park Drive and Temescal Canyon Drive, the development will avoid considerable expenditure. Since his allowable development could be clustered in a relatively small area, his construction and access costs would be minimized.

Finally, the inadequacy of Sunset Boulevard and the Pacific Coast Highway to carry the increased traffic volumes which would be generated by the presently permitted number of dwelling units can also be cited to support Proposal 4 and argue against Proposals 2 and 3. It is noted again that the 1970 Plan amendment was predicated in part on the availability of additional traffic arteries which the presently proposed plan does not include and which have almost no likelihood of being constructed.

Headlands representatives state that this proposal would not only cause them a crippling financial loss but would amount to a taking of their land without adequate compensation. They indicate that City has already committed itself to allowing the development of the land with 2,100 dwelling units and that the City should honor this agreement. Headlands representatives indicate that good marketability exists for the proposed 1,850 unit proposal as opposed to the other proposals. Finally they state that existing and required streets should provide adequate access to the site.

5. Proposed Plan - 950 Dwelling Units

The Proposed Plan shows a compromise density of approximately 950 single-family dwelling units. Mountain Park Drive has been deleted from the Plan, but the Temescal Canyon Drive segment is retained as a requirement.

Comments:

Proposal No. 5 is a compromise between the different density approaches and would permit 950 dwelling units. It is an

intermediate figure recommended by the community planning staff in order to provide some additional density above the 250 dwelling units (based on the Slope Density formula) in order to pay for the construction of Temescal Canyon Drive; however, there is no quantified justification for this density proposal. According to the developer, a density of 950 units would not be sufficient to avoid his financial difficulties and provide for Temescal Canyon Drive. Further, this density is strongly opposed by community residents supporting Proposals 1 and/or 4.

In summary, arguments over the various development proposals for the Headlands Property center around the following issues:

1. The City's commitment, moral and legal, to the developer;
2. The financial feasibility and consequences to the developer;
3. The necessity to find methods to build Temescal Canyon Drive to give access to Topanga State Park on the south; and
4. The various planning considerations outlined under Proposals 1 through 5.

(While Mountain Park Drive is discussed in several of the proposals above, it is not intended that it be indicated or proposed on the Plan. The discussion included mention of that street only as it appeared in previous proposals and as it affected potential access and cost factors).

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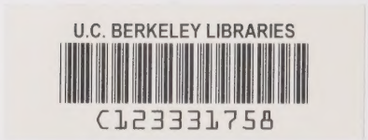

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